



**VIRGINIA WORKFORCE AND CAREER  
DEVELOPMENT SYSTEM**

**SYSTEM GOVERNANCE STRUCTURE**

**APPROVED – March 31, 2004**

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## **PURPOSE OF DOCUMENT**

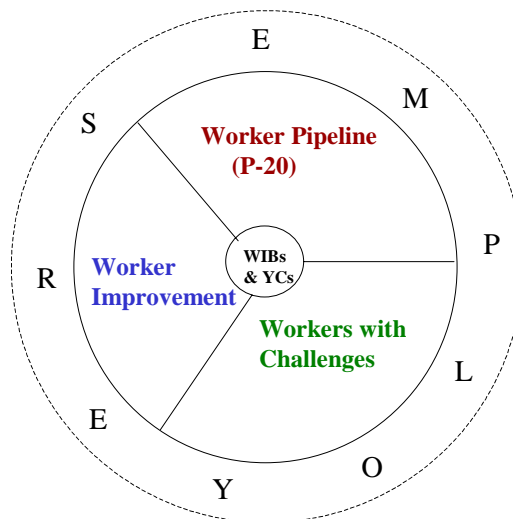
To communicate the governance structure for Virginia's Workforce and Career Development System, including the roles and responsibilities of the Governor and his Special Advisor for Workforce Development, the Virginia Workforce Council, the Local Workforce Investment Boards, and the Youth Councils. The *State Level Memorandum of Understanding Under the Workforce Investment Act* addresses the roles and responsibilities of program partners and the Governor's expectations for their participation in the Workforce and Career Development System.

## **INTRODUCTION**

### **Governor's Vision**

The Governor's vision for the Workforce and Career Development System is that it will assist individuals in obtaining employment that leads to self-sufficiency through services delivered in a seamless and integrated delivery system. Additionally, the system should eliminate duplication of services, reduce administrative costs, enhance participation, accommodate the demand needs of employers and improve customer satisfaction.

### **Virginia's Workforce and Career Development System**



Virginia's Workforce and Career Development System is comprised of the following three sub-systems:

- **Worker Pipeline** - This sub-system provides services to individuals who will be entering the labor force and are attending programs in primary and secondary education, secondary and post-secondary career and technical education, community colleges, universities, and private technical schools.

- **Workers with Challenges** – This sub-system provides services to workers transitioning from unemployment or dependent status to income-earning independence. These individuals frequently receive services from one-stop career centers (known locally as “Virginia Workforce Centers”); programs in adult education; federal job training for youth, adults, and dislocated workers; vocational rehabilitation; and welfare reform.
- **Worker Improvement** – This sub-system provides services to incumbent workers who wish to improve their skills and earnings through employer-based training, customized training, and other skill-upgrading and credentialing programs.

The Virginia Workforce Council (VWC) has set the state’s strategic direction for the Workforce and Career Development System as follows:

**Vision** - Our Commonwealth has a world-class workforce system that is responsive to employer and worker needs and creates a well-trained, well-educated and globally competitive workforce. This workforce is qualified to meet the needs of employers, both now and in the future, and is engaged in lifelong learning.

**Mission** - The Virginia Workforce Council is a business-led board that acts as principal advisor to the Governor and provides strategic leadership to the state regarding the workforce development system and its efforts to create a strong workforce aligned with employer needs.

**Values** –

<b>Customer Driven</b>	Actions aligned with the changing needs of employers and workers
<b>Fact-based</b>	Use of metrics and analysis to assess demand and performance
<b>Collaborative</b>	Partnership and communication between the various stakeholders
<b>Continuously Improving</b>	Changes that increase the efficiency and effectiveness of the system
<b>Career Focused</b>	Actions oriented to providing meaningful, “lifelong” employment for workers, not just jobs
<b>Proactive</b>	Identification and alignment with future needs as well as current
<b>Inclusive</b>	Supports diversity of all kinds

## **Goals –**

<b>Integration and Alignment</b>	Achieve greater integration and alignment of the various parties and programs within the Virginia Workforce Network.
<b>Local Excellence</b>	Promote excellence in the operation of all one-stop career centers and Local Workforce Investment Boards.
<b>Awareness and Confidence</b>	Increase the awareness, confidence and engagement of stakeholders in the Workforce and Career Development system.
<b>Metrics and Incentives</b>	Develop a robust set of metrics and processes to effectively assess and incent performance.
<b>“Key Player” Effectiveness</b>	Enhance the effectiveness of key players within the Workforce and Career Development System.

## **Virginia Workforce Network**

The *Virginia Workforce Network* has been designated as Virginia’s one-stop service delivery mechanism within the Workforce and Career Development System. The Virginia Workforce Council oversees the *Network*, which consists of 44 local one-stop career centers (known locally as “Virginia Workforce Centers”) through which program partners provide workforce and career development services. The local *Network* is governed locally through a partnership between the Chief Local Elected Officials (CLEOs) and the Local Workforce Investment Board (LWIB). While local program partners, through the receipt of the program funds, have direct control over the majority of the programs included in the *Network*, CLEO and WIB partnerships should influence the expenditure of partner program funds that impact the education, training and employment of the workforce.

## **Virginia Workforce Network Goals**

To meet employers’ and individuals’ workforce and career development needs, and to continually improve the quality of the state’s workforce, the Commonwealth has developed the following goals for the *Network*:

**Goal #1:** Increase the labor supply for high demand industries, both current and future in cooperation with state and local economic development strategies through workforce development.

**Goal #2:** Eliminate unwarranted duplication of services, reduce administrative costs and enhance participation and performance of customers served through the system.

**Goal #3:** Serve as an efficient nexus between the education community, businesses, and the defined workforce by increasing their knowledge of the entire workforce development system.

**Goal #4:** Ensure the area’s workforce has opportunities to improve skills and wages through a system of employment services and life long learning opportunities.

**Goal #5:** Work effectively with economic development organizations to assist in creating employment opportunities and enhance the image of the region.

**Goal #6:** Decrease the skills gap between industry's skill needs and the potential workforce by creating a mechanism for clearly defining industry based skill standards, communicating them to educational providers, both public and private, and integrating the skill standards into curriculum.

**Goal #7:** Establish guidelines for creating and maintaining a cooperative working relationship, facilitate joint planning and evaluation of services and develop more efficient management of limited financial and human resources.

**Goal #8:** Build a workforce development system that will increase the workplace skills for Virginians, economically benefiting the workforce, employers and the Commonwealth.

**Goal #9:** Build a workforce development system that gives Virginia a competitive advantage in the recruitment of new businesses.

It is the joint responsibility of the VWC and state program partners to ensure the **Network** goals are achieved system-wide. The local Memorandum of Understanding between the LWIB and the local program partners should specify how the **Network** goals will be achieved locally.

### **One-Stop Career Centers**

A one-stop career center, known locally as a "Virginia Workforce Center," is a location where a wide range of employment, training and career education services are available to employers, workers and jobseekers. The ***Minimum Standards for Service Delivery in One-Stop Career Centers*** create the foundation for the CLEOs and LWIBs to jointly govern and design the local **Network** of local one-stop career center(s).

**Customers** – Employers, workers and jobseekers are customers of the one-stop career centers. This includes local businesses and industries, students, persons with disabilities, veterans, welfare recipients, migrant and seasonal farm workers, unemployed, underemployed and employed individuals.

**Design Principles** - The **Network** is based on the collaboration of service providers who collectively provide the services identified in this document through local one-stop career centers. Partner services should be provided in an integrated manner to meet individual customer needs. The local one-stop career center(s) should be designed to increase awareness of, and access to, partner program services and to promote the establishment of a service delivery system that is responsive to the needs of our customers.

The local service delivery design must reflect the following guiding principles:

- Adherence to a locally developed strategic plan that is based on employer, worker and jobseeker needs and encourages a common direction among diverse employment, education, and training programs;
- Universality of service access by employers, workers and jobseekers with multiple access points;

- Customer choice regarding the method of access and the information and services provided;
- Maximum utilization of resources through co-location and shared operating costs, consistent with the *State Level Memorandum of Understanding Under the Workforce Investment Act*;
- Ease of customer access: one-stop career center site is based upon local factors that make locations convenient for customer use, with a minimum of one comprehensive One-stop career center per Local Workforce Investment Area that provides accessibility to all partner programs and offers all of the core services;
- Service delivery that is driven by individual employer, worker and jobseeker needs rather than program offerings and eligibility;
- Market driven services developed through private sector leadership;
- Integration of services across agencies and programs, replacing fragmentation and duplication with coordination and consolidation, consistent with the *State Level Memorandum of Understanding Under the Workforce Investment Act*;
- Customer service focus of staff, facilities and services supported by customer satisfaction measures directed to a continuous improvement program;
- Accountability based on established performance measures and results; and
- Development and implementation of a unified plan and joint budget for local partner programs, consistent with the *State Level Memorandum of Understanding Under the Workforce Investment Act*.

Services –Services from the state’s major workforce development programs are accessible in a manner that is seamless to the customer and consistent with the *State Level Memorandum of Understanding Under the Workforce Investment Act*. A single service delivery system at the local level provides customers access to integrated services.

**Employers** have access to a pool of qualified workers and related services to support their economic and workforce development activities. Such services include:

- Assistance in finding qualified workers;
- Interview facilities at the one-stop career centers;
- Information on and referral to business start-up, retention and expansion services;
- Information on and referral to customized training programs; and
- Information on labor markets, workplace accommodations and tax credits for new hires.

**Workers and jobseekers** can access services that prepare them for job search, job advancement or career changes. These services include:

- Job, career, and skill self-assessment tools and assessment services;
- Career, job, and labor market information;
- Resume writing software and support materials;
- Directories of human service agencies and employers;
- Information on financial aid, occupational training, and workplace accommodations; and

- An expanded scope of services and training available to eligible jobseekers and workers through partner programs.

The roles and responsibilities outlined in this document are the “base line” for setting the strategic direction and making policy decisions at the local level. LWIBs and CLEOs are encouraged to go beyond these roles and responsibilities to better serve employers, workers and jobseekers.

# **SYSTEM GOVERNANCE**

## **Governor**

The Governor appoints members to serve on the Virginia Workforce Council (VWC) and the Special Advisor for Workforce Development. The Governor receives policy recommendations from the VWC and the Special Advisor for Workforce Development on how to address the workforce needs of employers, workers and jobseekers. In partnership, the VWC and the Special Advisor for Workforce Development assist the Governor in creating a competitive workforce that enhances Virginia's economy.

## **Special Advisor for Workforce Development**

The Special Advisor for Workforce Development is appointed by the Governor and has the following responsibilities: (1) Serves as the liaison among state and local government, the Virginia Workforce Council, local workforce investment boards, and the business community to assist in the implementation of workforce development programs efficiently, (2) Reviews the allocation of all funds for workforce and career development programs and recommend actions to better coordinate and implement the state's workforce development efforts and eliminate duplication and overlaps in those efforts, (3) Leads the Virginia Workforce Council in implementing its policies and procedures for the Virginia Workforce System, (4) Creates a system to monitor the effectiveness of each one-stop center and recommend to the Virginia Workforce Council specific, best management practices, (5) Creates a system to measure and evaluate the performance of the local workforce investment boards and recommend best management practices, (6) Oversees the monitoring of the expenditure data of local workforce investment boards, including details of expenditures on training vouchers and supportive services, and reports such data to the Governor and the Virginia Workforce Council, (7) Develops and assists in the implementation of program policies and recommends revision of program regulations to further the effective coordination of workforce and career development resources, (8) Monitors federal legislation and policy, in coordination with the Virginia Liaison Office, in order to maximize the Commonwealth's effective use of and access to program funds, and (9) Reports annually to the Governor and to the Virginia Workforce Council on the progress in coordinating workforce resources statewide, including (i) program success rates in relation to performance measures established by the Virginia Workforce Council, (ii) obstacles to program and resource coordination, and (iii) strategies for facilitating statewide program and resource coordination. In addition, the Special Advisor for Workforce Development has several joint responsibilities with the VWC (see below).

## **Virginia Workforce Council**

The Virginia Workforce Council (VWC) is appointed by the Governor to oversee Virginia's Workforce and Career Development System. In partnership with the Governor's Special Advisor for Workforce Development, the VWC (1) provides policy advice to the Governor on workforce development issues and opportunities, (2) provides policy direction to Local Workforce Investment Boards (LWIBs), (3) identifies current and emerging statewide workforce needs of the business community, (4) forecasts and identifies training requirements for the new workforce, (5) creates strategies that will match trained workers with available jobs, (6)



establishes procedures, criteria and performance measures for the Workforce Development Training fund, (7) provides an annual report to the Governor concerning its actions and determinations under items 1 through 5, and (8) creates procedures, guidelines, and directives applicable to LWIBs and the operation of one-stop career centers.

## **Local Workforce Investment Areas**

The boundaries of the local Workforce Investment Areas, designated by the Governor in accordance with the Workforce Investment Act (WIA) of 1998, will be used to define the local regions for implementation of the Virginia Workforce Network and development of the Workforce and Career Development System.

## **Chief Local Elected Officials**

Chief Local Elected Officials (CLEOs) are expected to play a major role in designing the local service delivery system. CLEO's make appointments to the LWIB, based on nominations received from local entities representing the sector for the appointment, and are partners with the LWIBs in the oversight of the local Virginia Workforce Network, including the local one-stop career centers. CLEOs should ensure that all appointees to the LWIB reflect the broad scope of the mission of the LWIB and are consistent with the VWC guidance for LWIB nomination/appointment. In addition, CLEOs should ensure that staff support to the LWIB is appropriate given the extraordinary responsibilities of the LWIB. Simply put, the LWIBs should be made up of people capable of, in their own right, making major differences in their communities and the LWIB staff should be able to carry out the policies of the LWIBs without interference. The Governor will certify all LWIBs annually.

## **Local Workforce Investment Boards**

Local Workforce Investment Boards (LWIBs) are to ensure that the workforce related needs of employers, workers and jobseekers in their region are met. These needs include the attainment of core employability skills of new hires, skills upgrading and retraining of existing workers, and accommodations for disabled workers. Specifically, the need for well educated and well trained workers must be met. LWIBs must consider themselves as catalysts for change in their community, with strong ties to local economic developers and to the Virginia Economic Development Partnership's account management teams. LWIBs must also work closely with schools two- and four-year colleges, and other training providers to improve the skills of the workforce in their respective regions.

Each LWIB is required to develop and submit to the VWC and Special Advisor for Workforce Development an annual strategic plan based on employer demand. The strategic plan is based on a survey of local and regional businesses and captures the local employers' needs and requirements for workers, and the availability of trained workers to meet those needs and requirements. Each LWIB is also required to oversee the operation of the local one-stop career center system that meets the minimum standards identified by the VWC, and to certify local training providers in accordance with criteria provided by the VWC. Overseeing the local one-stop career center system includes developing partnerships with local program providers through a Memorandum of Understanding concerning the operation of the one-stop career center system.

LWIBs are to ensure that their activities are, to the extent feasible, coordinated with the activities of the LWIBs in surrounding areas.

LWIBs are to be “driven” by their private sector members. These members should know the needs of employers in their communities. These private sector representatives of the LWIB must ensure that the LWIB establishes policies that integrate workforce development programs and target them to support economic development initiatives at the state and local levels.

LWIBs are to use funds made available for the administration of workforce development programs to support activities in each of their respective areas. In addition, LWIBs are to actively seek sources of financing in addition to WIA funds.

## **Youth Councils**

Youth Councils working in concert with LWIBs are tasked with developing strategies and programs to ensure the maximization of resources and services to youth residing in the local workforce areas. Youth Councils are critical elements in the development and delivery of youth services. There should be a formal relationship between the LWIB and the Youth Council so that the LWIB and Youth Council members understand their roles and how they relate to one another. This relationship should articulate, at a minimum, the following: How the Youth Council sets its agenda and its duties; how it reports to the WIB; how new members are added; and how it will be supported. The recommended role for the Youth Councils is to become the LWIBs architect for a comprehensive youth service delivery system.

## **Conflict of Interest**

See WIA State Policy 99-02

## **Provision of One-Stop Career Center Services**

Except as noted, employees of the agencies that provide staff support to LWIBs may not provide direct one-stop career center services to program applicants and participants. This includes the provision of intake, counseling, eligibility determination, and case management services. Exceptions will be made annually in those instances where, after review by the Virginia Workforce Council and approval by the Governor, it is determined that no other agency is capable of providing the services required by a LWIB at a reasonable cost.

## **Workforce and Career Development System Parameters**

At a minimum, access to the services from the following programs will be included in the local Virginia Workforce Network, either at a one-stop career center location or through referral, **if the program is available in the local area:**

- WIA Title I Adult, Dislocated Worker and Youth;
- Welfare-to-Work;
- Food Stamps Employment and Training;
- Employment Service;
- Trade Adjustment Assistance Reform Act (TAA);

- Vocational Rehabilitation;
- Career and Technical Education;
- WIA Title II Adult Education and Literacy;
- Unemployment Insurance;
- Veterans Employment Service;
- WIA Title I funded Migrant Seasonal Farm Workers;
- Senior Community Service Employment Program;
- WIA Title I Job Corps;
- WIA Title I Veterans;
- WIA Title I Native Americans;
- WIA Title I Youth Opportunity Grants;
- Community Services Block Grant Employment and Training; and,
- Housing and Urban Development Employment and Training (where available).
- Department of Business Assistance Workforce Services and other employer service programs

LWIBs/CLEOs are encouraged to incorporate into the local system the following services and programs, as well as others based on local conditions:

- Community college and secondary career and technical education placement services, job search classes, financial aid, and related services, and other higher education institutions as present in a local area;
- Government procurement services;
- Community mental health programs, particularly those related to job training/placement;
- Substance abuse services;
- Economic development services;
- AmeriCorps program;
- Homeless programs;
- Transportation systems and service providers; and,
- All local employment and training programs and sources of funds.

## **Local One-Stop Career Center Service Delivery**

There are two service delivery options available for local *Network* design:

1. One-Stop Career Center(s) Model - agencies are actually physically located in the same building, integrated and/or linked electronically.
2. One-Stop Career Center(s) and Satellite Office(s) Model - main one-stop career center location(s) and other point(s) of entry that link with the main center.

Regardless of which one-stop career center service delivery model is selected for implementation in an area, each local *Network* will adhere to a common set of minimum standards for service delivery in one-stop career centers, as approved by the VWC.